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Public Record

By E-Filing

October 27, 2010

Ms. Cynthia T. Brown
Chief, Section of Administration
Office of Proceedings
Surface Transportation Board
395 E Street, S.W.
Washington, D.C. 20423-0001

RE: Finance Docket No. 35380, San Luis & Rio Grande Railroad Petition for a Declaratory Order

Dear Ms. Brown:

I am e-filing on behalf of the San Luis & Rio Grande Railroad ("SLRG") the following documents in connection with the above-captioned declaratory relief proceeding:

- 1. SLRG's Reply Statement
- 2. Exhibit A, the testimony of Bret Rogers
- 3. Exhibit B, the testimony of Matt Abbey

Due to logistical issues, SLRG will submit Mr. Abbey's statement without the signature page which will be submitted later today. In addition, I am submitting by separate transmission a petition containing 1173 signatures most of whom support SLRG's request for a ruling by the Board upholding its right to establish and operate a railroad transload facility in Conejos County, CO.

Respectfully submitted,

John D. Heffner

cc: All parties

BEFORE THE SURFACE TRANSPORTATION BOARD

STB Finance Docket No. 35380

SAN LUIS & RIO GRANDE RAILROAD PETITION FOR A DECLARATORY ORDER

REPLY COMMENTS

Submitted by John D. Heffner John D. Heffner, PLLC 1750 K Street, N.W. Suite 200 Washington, D.C. 20006 (202) 296-3334

Due: October 27, 2010

BEFORE THE SURFACE TRANSPORTATION BOARD

STB Finance Docket No. 35380

SAN LUIS & RIO GRANDE RAILROAD PETITION FOR A DECLARATORY ORDER

REPLY COMMENTS

INTRODUCTION

San Luis & Rio Grande Railroad ("SLRG") files these reply comments pursuant to an order of the Surface Transportation Board ("the Board") served September 20, 2010, in the above-captioned proceeding.

BACKGROUND AND STATEMENT OF FACTS

As the Board will recall from previous submissions, this proceeding involves the question of whether the I.C.C. Termination Act ("ICCTA") preempts certain provisions of the Conejos County Land Use Code ("CCLUC") insofar as they might apply to transloading operations that SLRG plans to conduct at an intermodal facility located at Antonito in Conejos County, CO. Additionally, this proceeding raises the closely related issue of whether the Clean Railroads Act

Hereafter "the Facility"

amendment to the ICCTA² precludes SLRG from moving this traffic absent its compliance with the CCLUC. The proposed transportation entails the SLRG's movement of contaminated dirt by rail for United States Department of Energy's ("DOE's") contractor Energy *Solutions* from the Facility to a site located at Clive, UT.³

On May 25, 2010, SLRG filed a Petition with the Board seeking the initiation of a declaratory proceeding to answer these two questions. On August 12, 2010, the Board served a decision instituting the requested declaratory relief proceeding initially setting August 27, 2010, as the deadline for SLRG's opening statement, September 27, 2010, as the due date for public comments in opposition, and October 12, 2010, as the deadline for SLRG's reply.

During the time between the commencement of this proceeding and the present, SLRG and its customer Energy Solutions continued to meet with County officials and local citizens on a regular basis in an effort to reach some sort of settlement. SLRG submits with this Reply as Exhibit A a sworn statement from Energy Solutions' Senior Vice President Bret Rogers identifying numerous efforts made by his company along with DOE and SLRG to meet with local citizens and officials and reach an agreement. Among other efforts, he describes Open House

² 49 U.S.C. 10908-9.

Energy Solutions will truck this traffic from the DOE Los Alamos National Laboratory ("LANL") located at Los Alamos, NM, to the Facility.

meetings as well as the several public and task force meetings⁴ that were held to educate the public and alleviate concerns. In response to an inquiry from the local Congressman John T. Salazar, DOE official Donald L. Cook wrote a lengthy letter dated July 9, 2010 ("the July 9 Letter"), to Rep. Salazar explaining the project, describing the innocuous nature of the commodity to be shipped, the manner of shipment, and the commitment of all parties to safety. Out of a showing of good faith to the community and not because of any legal requirement, Energy *Solutions* filed a Land Use Special Use Review application for the Facility on September 9, 2010.

After the parties had resumed settlement negotiations two months ago, SLRG asked the Board to hold these proceedings in abeyance. But those negotiations were unsuccessful and SLRG asked that this matter be returned to the active docket. Per SLRG's request, the Board set October 12 and October 27, respectively, for the submission of public comments in opposition and for SLRG's reply.

Ten public parties filed responsive comments.⁵ Only two parties, the Board of County Commissioners of Conejos County ("Conejos") and a citizen group,

These meetings were held under the auspices of US Congressman John T. Salazar

The public commenters included the Board of Commissioners of Conejos County and
Conejos County Clean Water, Inc., whose comments are discussed at length here, a seven page
filing by Aaron A. Abeyta, a citizen, two one-page comments in support of Clean Water by
Kevin Roybal and Christine Canaly, and four additional one-page comments in support of Clean
Water's filing by Sheri Kotowski, Lead Organizer of the Embudo Valley Monitoring Group from

Conejos County Clean Water, Inc. ("Clean Water"), filed substantive comments.

SLRG will first address those allegations and issues raised by Conejos alone or by both Conejos and Clean Water.

Stripped to its bare essentials, Conejos' 17 page document boils down to the following five principal arguments:

- The Clean Railroads Act ("CRA") applies and therefore bars SLRG from moving this traffic absent compliance with the CCLUC;
- 2. The commodity to be shipped is both solid waste and radioactive and hazardous material;
- 3. The proposed transportation does not qualify for the original shipping container exemption under the CRA and therefore the CRA applies;
- 4. ICCTA's preemption provisions do not bar the application of the CCLUC to the proposed transportation; and
- 5. SLRG wrongly introduced evidence of settlement discussions in this proceeding.

While Clean Water's comments raise some of the same specific issues identified by Conejos, it raises some additional matters including ones beyond the

Dixon, NM, Marylia Kelley and Scott Yundt with Tri-Valley Communities Against Radioactive Environment based in Livermore, CA, a group calling itself Honor Our Pueblo Existence (HOPE) based in Santa Clara Pueblo, NM, and Concerned Citizens for Nuclear Safety based in Santa Fe, NM. Significantly, four of these commenters are located outside of or even hundreds of miles from Antonito!

scope of this proceeding and jurisdiction of the Board. SLRG's discussion of those concerns that are exclusive to Clean Water begins at page 23 of this pleading.

SLRG's RESPONSES TO CONEJOS

SLRG, directly and through written evidence submitted by Energy Solutions and DOE, responds to each of these assertions:

1. The Clean Railroads Act ("CRA") applies and therefore bars SLRG from moving this traffic absent compliance with the CCLUC:

Conejos urges that the CCLUC applies to SLRG's Facility because the CRA eliminated the Board's jurisdiction over "a solid waste rail transfer facility" as defined in 49 U.S.C. 10908. Conejos reasons that Congress intended that state and local laws apply to both the *location* [i.e. the Facility] where solid waste is "collected, stored, separated, processed, treated, managed, disposed of, or transferred" as well as the *activity* of a railroad when solid waste is "collected, stored, separated, processed, treated, managed, disposed of, or transferred." To conclude otherwise, Conejos asserts, would be an absurd result. Conejos concedes that the CRA exempts from state or local regulation those portions of a facility where certain activities are conducted. Although poorly worded, SLRG believes

that Conejos meant to concede that the transfer of original shipping containers from truck to rail is exempt from state or local law under the CRA.⁶

The "primary issue," Conejos recognizes, is what Congress meant by the phrase "when the activity takes place outside of the original shipping container."

SLRG's response: The CRA draws a bright line between the handling of waste and the transfer of intermodal containers of any sort. Only waste that is directly handled in a solid waste facility is regulated by the CRA, and the transfer of sealed containers is not regulated by the CRA. A resolution of the interrelated issues of whether the ICCTA preempts the CCLUC and whether the CRA requires SLRG to comply with the CCLUC before moving this traffic depends upon whether the sealed bags and metal containers used to transport the contaminated dirt qualify as "original shipping containers" under the CRA. SLRG addresses this issue at length below.

2. The commodity to be shipped is solid waste:

Conejos argues that SLRG's characterization of the commodity to be transported as "contaminated dirt" is "without merit." Instead Conejos claims

Conejos' statement regarding activities exempt under the CRA is confusing, reading "[w]ith regard to the regulation of 'activities' described in this statute, the only exemption provided is 'when the activity takes place outside of the original shipping containers." SLRG believes that Conejos meant to say that the activities performed at a solid waste transfer facility such as the collection, storage, and separation of solid waste will be subject to the CRA when those activities are performed *outside* [emphasis supplied] the original shipping container.

without citing any scientific or technical support for its argument that the commodity is some combination of "solid waste" and radioactive and hazardous material subject to the CRA's provisions as it is some mixture of construction and demolition ("c & d") debris and "industrial and institutional waste." Clean Water also questions the nature of the commodity as "contaminated dirt" suggesting that it is a mixture of radioactive waste and toxic waste and other hazardous materials including, among other things, depleted uranium (DU) and polychlorinated biphenyls.

SLRG's response: If the Facility is handling Original Shipping Containers, and is merely transferring those Containers from one mode of transport to another, the commodity handled is exempted from the CRA. The issue in terms of preemption and the applicability (or lack thereof) of the CRA and the CCLUC comes down to whether the sealed bags and metal containers used for transportation here are "original shipping containers" under the law. If those bags and containers qualify as "original shipping containers," the only remaining question is whether SLRG's transloading operations satisfy the Board's preemption precedent addressed in cases such as The City of Alexandria, Virginia-Petition for Declaratory Order, STB Finance Docket No. 35157, STB slip op. served February 17, 2009 and Borough of Riverdale-Petition for Declaratory

Order, STB Finance Docket No. 35299, STB served Aug. 5, 2010. Neither Conejos nor Clean Water address that question.

But even if the Board were to find that those bags and containers don't qualify as "original shipping containers," the contaminated dirt at issue here still falls outside of the CRA's coverage. The CRA identifies six major categories of waste falling within its purview as well as a seventh "catchall" category of "solid waste" referring back to the previous six. Those categories include (1) commercial and retail waste, (2) construction and demolition debris (3) household waste, (4) industrial waste, (5) institutional waste, and (6) municipal solid waste. Inasmuch as no party has alleged that the "contaminated dirt" involved here is commercial and retail waste, household waste, or municipal solid waste, SLRG limits its discussion to whether it constitutes c&d, industrial waste, or institutional waste.

Both Conejos and Clean Water allege without citing any scientific or technical support that the dirt here includes radioactive and/or hazardous waste.⁷ Clean Water goes one step further and suggests that *this dirt* contains dangerous amounts of radioactive and hazardous particles because there are *other* clean up sites at the LANL that may have high levels of radioactive or hazardous materials present. The implication is that SLRG and/or Energy *Solutions* are "guilty by association" because they are involved in a clean up project where *other* facilities

Conejos at 10. See, e.g., Clean Water at 9-17, 21, 25-6.

undergoing restoration may have commodities with high levels of radioactive, hazardous, or toxic properties present. Energy Solutions does not have a permit to receive anything other than low-level radioactive and hazardous waste, DOT hazard class 7, 9, or unregulated. SLRG, Energy Solutions and DOE have painstakingly explained this in several well-documented public meetings, yet the County and Clean Water refuse to acknowledge the facts related to the contaminated dirt being moved, and the facts relating to DOT regulation of the commodity involved.

Regarding the issue of whether the contaminated dirt here constitutes c&d, industrial waste, or institutional waste, no public commenter provided any scientific or technical evidence as to whether this dirt falls into a category subject to the CRA's provisions. The commenters merely parrot the superficial definitions provided in the statute and do not cite to any case law describing these waste categories.

Arguably the public commenters could regard the "contaminated dirt" as "c&d" as it does contain small amounts of intermingled construction debris such as wood, electrical cable, metals, and masonry. Figure 1 in Mr. Rogers' statement accurately depicts the commodity for what it is, dirt. Rogers V.S. at 2. But there are many rail moves of "c&d" which consist of whole carloads of debris, and SLRG contends that Congress did not intend a carload of dirt containing small

amounts of construction debris to be regarded as "c&d." Contaminated dirt does not qualify as "industrial waste" because even low-level hazardous waste is excluded from the definition of "industrial waste.

Finally, the contaminated dirt is not "institutional waste" as it was not discarded by schools, hospitals, or prisons, nor is in material discarded as a result of nonmanufacturing activities by government facilities and the preponderance of the waste is not any kind of discarded material but is, in fact, dirt.

DOE's Donald Cook has previously addressed the status of the dirt as radioactive or hazardous. SLRG submitted a copy of the July 9 Letter as Exhibit 3 to its Opening Statement and Clean Water's filing includes his letter as Attachment K. He states that the containerized waste has only the "lowest classification of low-level radioactive waste (Class A LLW)." He notes that Energy *Solutions*' facility is only licensed to accept this low lowest category of radioactive waste, has committed not to ship anything higher than Class A LLW, and future wastes would also be Class A LLW.

Energy Solutions' Bret Rogers also addresses this issue in his written testimony submitted here as Exhibit A. He acknowledges that the dirt contains very low levels of PCB's and radioactive materials adding that a typical railcar load of coal contains more radioactive material than a railcar load of this material.

He confirms that Energy Solutions is limited by its license to only accept radioactive waste that is defined as Class A Low-Level Radioactive Waste (LLRW). The waste being shipped to Energy Solutions' disposal facility from LANL has significantly less radioactive than the Class A concentration limits. Finally, he notes that most of the shipments that have been trucked by highway to the Clive disposal facility through Colorado have been below U.S. Department of Transportation (DOT) threshold limits and have been manifested as non-DOT regulated waste. Regarding the dirt's other characteristics, Mr. Rogers points out that there are no liquids or gases present and the materials are neither explosive nor flammable and that the low levels of PCB contaminants will not dissolve in water and do not readily evaporate in air due the very low vapor pressure of this material. Rogers V.S. at 3.

3. The bags and containers used to ship the cargo do not qualify as "original shipping containers" under the CRA:

After conceding that the statute does not define "original shipping containers," Conejos boldly asserts without citing to any other definition of that term or providing any supporting testimony or documenting evidence that the

The U.S. Nuclear Regulatory Commission (NRC) developed four categories or classes of radioactive waste that are defined in 10 CFR Part 61. The NRC waste classification system includes Class A, Class B, Class C, and Greater than Class C LLRW. Class A waste contains the least radioactive concentrations and is 100 times less radioactive than Class C waste for several radionuclides.

sealed bags and shipping containers that Energy Solutions plans to employ do not qualify for the CRA's original shipping container exemption. The crux of Conejos' argument is that the plastic bags being used to transport the cargo here can be opened at any time and that SLRG has not produced any evidence indicating that these bags have been regulated by any state or federal agency or that these bags are in compliance with any DOT requirements. Regarding the metal containers ("intermodals") used to transport some cargo, Conejos claims that SLRG failed to allege that these containers are in fact "sealed" before the transportation begins and offers no evidence that these containers comply with any applicable regulations regarding their safety. Because both the bags and the metal containers are subject to "invasion" by "free liquid accumulation," Conejos asserts they do not constitute "original shipping containers." Conejos without any supporting documentation avers that Congress intended for state and local governments to regulate original shipping containers where the CRA was ambiguous on the point!9

Clean Water's shipping container comments are pretty much to the same effect. It also acknowledges that neither the CRA nor the Board's waste transfer facility interim regulations explicitly define the term "original shipping container."

⁹ Conejos at 10.

Admitting its lack of legal and technical expertise, ¹⁰ Clean Water claims without citing any evidence or authority that the bags are not waterproof, are permeable by water and contaminants, and therefore cannot be considered sealed. Regarding the metal intermodals, Clean Water urges that these containers cannot qualify as "original" because they can be and are reusable.

<u>SLRG's response</u>: In reply SLRG submits written testimony by Energy Solutions' Bret Rogers that squarely refutes Conejos' and Clean Water's arguments that the sealed bags and containers do not meet the statutory "original shipping container" requirement. Mr. Rogers states, "The containers are designed, constructed, tested, and used to comply with the U.S. Department of Transportation (DOT) requirements. Specifically, these containers are designed and constructed to prevent the release of waste material during transportation." He adds that "these containers are designed, constructed, tested, and used to comply with DOT regulations for shipping radioactive waste in accordance with 49 CFR 173. Specifically, these containers must be designed and constructed to prevent the release of waste material during transportation. Mr. Rogers notes that these containers are manufactured with a coated and woven polypropylene fabric, are capable of holding up to 14,000 pounds of waste material and that the containers are water resistant and are designed to withstand wind or rain during the normal

¹⁰ Clean Water comments at 19

course of transportation. Significantly, each container and bag is sealed after the waste is packaged and is <u>not</u> opened until reaching its final destination at the disposal facility in Clive, Utah. Each shipment is certified by a qualified shipper to comply with applicable DOT regulations. These containers have been and are currently being used by remediation contractors at other site restoration projects throughout the country to package and ship radioactive waste to the Clive disposal facility. Rogers V.S. at 3-4. Finally, Mr. Rogers attaches as Attachment 2 to his statement the certification by its container vendor that the container to be used here complies with the packaging requirements and specifications prescribed in 49 CFR 173.

SLRG believes that because a few Conejos County residents grow potatoes, and are commonly using similar polypropylene containers that are not DOT Certified, and do not withstand rough handling, they have become confused about the difference in the containers, and that in fact they do not understand that the EnergySolutions polypropylene containers, approved by USDOT for handling this waste, completely sealable, are quite different. SLRG has observed EnergySolutions attempting to explain these containers in public meetings, and has observed that those listening were not open to understanding the differences.

Other Conejos County residents are not participants in Clean Water and do not support the County's opposition to SLRG, and accept that USDOT regulated

shipping containers are sufficient. SLRG has obtained support of over 200 Conejos County residents for the Facility.

Conejos' notion that Congress in the absence of any legislative clarification on the term "original shipping container" would allow state and local governments to regulate in that area is totally ludicrous. As discussed in section 4, immediately below, the courts have held "[i]t is difficult to imagine a broader statement of Congress' intent to preempt state [or local] regulatory authority over railroad operations." Where the federal government has so thoroughly occupied a field as it has here with prescribing definitions of terms in the CRA, there is nothing left for state and local governments to regulate. *Cf.* Wisconsin Cent. Ltd. v. City of Marshfield, 160 F. Supp. 2d 1009, 1014 (W.D. Wis. 2000). Congress intended to leave the task of crafting definitions or implementing provisions of the CRA to the Board.

In response to Clean Water's allegations that Energy Solutions' sealed bags and containers do not satisfy the statutory "original shipping container" exemption requirement, SLRG notes with irony that Clean Water has submitted a copy of the July 9 Letter where Mr. Cook states that the contaminated waste will be transported in either "containers" or in "sealed and intact containers."

Conejos at 10.

4. Federal law does not bar the application of the CCLUC to the proposed transportation:

Conejos and Clean Water strenuously urge that the ICCTA's preemption provisions do not apply and therefore the SLRG's activities at the Facility are subject to the CCLUC. At the core of their arguments are assertions that compliance with the CCLUC is simple and well defined with an expeditious approval process and that local government regulation is lawful where it involves local police powers over public health and safety. Accordingly, they assert, this process is neither burdensome nor discriminatory to SLRG. Further, Conejos stresses that there is what it calls a "well established" presumption against preemption and that the ICCTA does not preempt state and local laws involving matters of public health and safety. Conejos also claims that SLRG is free to seek relief from the Board in the form of a land use exemption should it be unable to get approval for the Facility from the local county planning board. Conejos at 13.

SLRG's response: In stark contrast to Conejos' statement that there is a "well established" presumption against preemption, one federal court said, "[i]t is difficult to imagine a broader statement of Congress' intent to preempt state [or local] regulatory authority over railroad operations." CSX Transp., Inc. v. Georgia Pub. Serv. Comm'n, 944 F. Supp. 1573, 1581 (N.D. Ga. 1996). Furthermore, for those state or local actions that are not facially preempted, the section 10501(b)

preemption analysis requires a factual assessment of whether that action would have the effect of preventing or unreasonably interfering with railroad transportation. Dakota, Minn. & E.R.R. v. State of South Dakota, 236 F. Supp.2d 989, 1005-08 (S. S.D. 2002), aff" d on other grounds, 362 F.3d 512 (8th Cir. 2004) (revisions to state's eminent domain law preempted where revisions added new burdensome qualifying requirements to the railroad's eminent domain power that would have the effect of state "regulation" of railroads). The Board itself has held that it is well settled that states [and local governments as well] cannot take any action that would have the effect of foreclosing or unduly restricting a railroad's ability to conduct any part of its operations or otherwise unreasonably burden interstate commerce. See, CSX Transportation-Petition for Declaratory order, STB Finance Docket No. 34662 slip op. STB served May 3, 2005, and cases cited therein at 5.

Although Conejos is correct in asserting that preemption is not exclusive, its characterization of this doctrine is faulty. Rather, a more appropriate statement of the law would read "not all state and local regulations are preempted [by the ICCTA]; local bodies retain certain police powers which protect public health and safety." ... It therefore appears that states and towns may exercise traditional police powers over the development of railroad property, at least to the extent that the regulations protect public health and safety, are settled and defined, can be obeyed

with reasonable certainty, entail no extended or open-ended delays, and can be approved (or rejected) without the exercise of discretion on subjective questions. Electrical, plumbing and fire codes, direct environmental regulations enacted for the protection of the public health and safety, and other generally applicable, non-discriminatory regulations and permit requirements would seem to withstand preemption. Cf. Vill. of Ridgefield Park v. New York, Susquehanna & W. Ry.

Corp., 163 N.J. 446, 750 A.2d 57, 64 (2000). 12

The application of the CCLUC here qualifies for preemption under that standard because it would prevent SLRG from *ever* handling Energy *Solutions*' traffic until such time as either it or Energy *Solutions* could obtain the required permit from local authorities. Mr. Rogers states that during the first quarter of 2010, county officials insisted that Energy *Solutions* apply for a Special Use Review Land Use Permit under the CCLUC to use the Facility. However, that Special Use Review process was not available for over six months since the County had placed a moratorium on issuing permits until the end of May 2010.

noting the Board's position that: (1) "while state and local government entities . . . retain certain police powers and may apply non-discriminatory regulation to protect public health and safety, their actions must not have the effect of foreclosing or restricting the railroad's ability to conduct its operations or otherwise unreasonably burdening interstate commerce"; and (2) "railroads are exempt from the traditional permitting process but not . . . from most other generally applicable laws."

To that extent this moratorium delayed the commencement of this service by close to a year from its planning back in the Spring of 2009 to the late Spring of 2010.

Although Energy Solutions urges that no permit is required for the railroad to conduct transload operations at the Facility, Energy Solutions agreed to apply for a permit as a matter of good faith and at the request of the local key stakeholders represented in the task force meetings. Energy Solutions submitted the permit application on September 9, 2010. Subsequently, Conejos's Land Use Administrator deemed the permit application complete on September 9, 2010.¹³ The Conejos County Planning Commission held a meeting on September 29, 2010 at which it voted to recommend that the County Commissioners deny approval of the application without providing any justification for their recommendation. While Energy Solutions has requested a copy of the Planning Commission's written justification, it has yet to receive either a copy of the written decision or the justification. The County Commissioners' public meeting on the application is scheduled for November 4, 2010, during which the County Commissioners will discuss the Planning Commission's recommendation and will vote on whether to 1) approve the permit application as submitted, 2) approve the permit application with additional conditions, or 3) deny the application. There is no guaranty that Energy Solutions will be successful in obtaining a Special Use Review Land Use

See, Attachment 3 to Rogers V.S.

Permit at the end of this process in view of the Planning Commission's strong opposition. Rogers V.S. at 7-9. This process has and continues to be highly subjective, with no definitive response from the Planning Commission on why it recommended rejection, in direct contravention of the doctrine expressed in the Ridgefield Park case.

Requiring compliance by SLRG with Conejos' permitting regulations clearly violates the ICCTA's provisions. It denies SLRG the ability to provide needed rail service. Obtaining local approval involves extended regulatory delays and entails a subjective, uncertain regulatory permitting process without any clear cut criteria or standards.

Moreover, Energy Solutions contends that the Conejos County Land Use process has been unreasonably enforced and inaccurately applied to the truck-to-rail transload facility. Energy Solutions' position as discussed at more length in Mr. Rogers' statement is that the transload operations are part of a transportation activity and not a "Solid Waste Transfer Facility" as defined in the Conejos County Land Use Code. Rogers V.S. at 9-10. While interpretation of Colorado land use law is beyond the jurisdiction and expertise of the Board, SLRG and Energy Solutions believe that Conejos appears to have subjected the Facility to a much greater level of scrutiny and review than similar facilities have faced

elsewhere. To that extent application of the CCLUC is both burdensome and unreasonable.

5. SLRG wrongly introduced evidence of settlement discussions:

Conejos accuses SLRG of making several blatant misrepresentations regarding the settlement discussions between the parties. More specifically, Conejos asserts "... SLRG erroneously alleges that the 'parties arrived at what SLRG, [Energy Solutions], and several County officials thought was the basis for a mutually acceptable settlement agreement." Conejos responds that there was no settlement agreement executed by any party and that it is inappropriate to even discuss the settlement negotiations of the parties in any legal forum. More egregious, Conejos asserts, was the statement that the County Commissioners declined to approve the proposed settlement against the advice of the County attorney and they directed him to go to local court to seek an injunction.

SLRG's response: SLRG commented on the settlement discussions because Conejos made them are a matter of public record by discussing the settlement terms at a public meeting. Clean Water's comments state:

"The next week the BOCC [Board of County Commissioners] held a special public meeting where the Conejos County Attorney, Stephane Atencio, outlined the closed-door discussions that had been ongoing amongst the County, Energy Solutions, and the SLRG...He highlighted

the negative financial impacts that litigation could have on the County. He then summarized a proposed settlement document between the County, Energy *Solutions*, and the SLRG."

Clean Water at 10.

It was none other than DOE's Donald Cook who stated in the July 9 Letter that Energy Solutions and SLRG proposed a number of concessions to address the community's concerns. After stating that those steps were memorialized in an agreement-in-principle dated May 14, 2010, he stated, "[w]e understand that the Board of County Commissioners rejected that Agreement against the advice of the Conejos County Attorney." Cook letter at 2. Bret Rogers' statement confirms these events in his statement. Rogers V.S. at 7. Finally, both Mr. Rogers and Clean Water confirmed that the Board of County Commissioners directed Conejos to seek injunctive relief against the SLRG. Rogers VS at 7; Clean Water at 10. Further, at the meetings where SLRG negotiated with the County, two of the three Commissioners were present, and SLRG was informed that because two Commissioners were present, the meetings were "public" under Colorado law, and that notice of the meetings had been published.

SLRG's response to Clean Water's additional comments: Clean Water would have the Board see this dispute as one between a David [a poor, agrarian, and majority-Hispanic population] and a Goliath [a wealthy corporation and an uncaring federal government agency]. In response to Clean Water's suggestion

that SLRG and Energy Solutions are uncaring, deaf, dumb, and blind corporations, SLRG is a small business with ties to the local community. SLRG services the agricultural community in the San Luis Valley, and is a partner in tourism development with all six counties in the Valley. SLRG employs local residents, including Conejos County residents. SLRG needs freight business in the Valley in order to survive and to continue to maintain its tracks. Moreover, Energy Solutions is headquartered in relatively nearby in Salt Lake City, UT. Both have made frequent and substantial efforts at community outreach with participation in numerous meetings with local officials. While not required by law because the Facility will be operated by SLRG and not Energy Solutions, Energy Solutions has nonetheless applied for a Special Use Permit for its activities to show its good faith. Rogers V.S. at 8-9.

To the extent that Clean Water raises numerous questions whether DOE's LANL restoration efforts satisfy the National Environmental Policy Act that is a matter beyond the scope of this proceeding as well as the Board's jurisdiction and expertise. Similarly, issues involving the choice of rail versus truck transportation and the routing of the traffic away from Conejos County or around Colorado are again outside the scope of this proceeding. Regarding the nature of the commodity to be transported or the bags and containers used for transportation, Clean Water makes numerous assertions that appear to be unsupported by any written evidence

in the form of sworn statements, letters, or similar documents. Rather it cites but does not submit various reports, websites, and articles without providing any indication as to why there are pertinent. Examples can be found at pages 20, 24, 26, and 27.

Regarding the safety of its operations, SLRG submits as Exhibit B short statement by its General Manager Matthew Abbey. Contrary to Clean Water's allegations, the railroad industry including SLRG has a safety record that is the envy of all modes of transportation and industrial enterprises generally. While SLRG does operate a limited local passenger service, SLRG does not handle any sort of hazardous or waste traffic in passenger trains as a matter of company policy. Regarding track and bridge maintenance and safety, SLRG's track has been upgraded to meet the new 286,000 lbs per car industry standard.

Clean Water questions the need for the Board to continue with this proceeding while it also asks the Board to hold a field hearing to solicit local concerns. If SLRG and Energy Solutions had reason to believe that Conejos County officials would promptly issue permits to allow transload operations at the Facility to begin soon, there would be no need for this proceeding. It would be moot. Unfortunately, actual experience shows otherwise. Conejos County implemented a moratorium on accepting and considering Special Use Permits just about the time that one might have been filed. Moreover, as Bret Rogers has

testified Energy Solutions does not have any confidence that its permit will be approved by the County Commission over the objections of the Planning Commissioners. Accordingly, there is an ongoing dispute for the Board to resolve. Further, SLRG's experience with the Town of Antonito and with Conejos County indicates that any future plans for transloading or other kinds of railroad activity are likely to result in similar delays and lengthy proceedings, and SLRG would like to resolve this once and for all.

SLRG recognizes that the Board has limited resources and sees no need sending one of its employees to hear comments from local citizens. Conejos and Clean Water have filed substantial written comments detailing their numerous objections and conveying the sentiments of but a few of their constituents. However, only three local citizens have seen fit to write the Board and express their opposition to the Facility. Two of these comments merely endorse what Clean Water has said. By contrast, SLRG will be e-filing the signatures of 1173 area people, including 200 Conejos County Residents on a petition it has circulated among area citizens relating to this project, all of whom voiced their *support*. This compares very favorably to the 139 signatures that were obtained by the opponents.

CONCLUSION

Despite the lengthy filings submitted here, the case is a very simple one. It presents the issue of whether the transloading facility at Antonio in Conejos County, CO, is a solid waste transfer facility, within the meaning of 49 U.S.C. 10908. Subsection (e) (H) defines the term, and it clearly pertains solely to facilities where solid waste "is collected, stored, separated, processed, treated, managed, disposed of, or transferred, when the activity takes place outside [emphasis supplied] of the original shipping containers." Mr. Rogers proposed verified statement permits of no doubt that the contaminated soil is placed at the Los Alamos National Laboratory in Los Animos, NM, into containers which are sealed and not reopened until they are delivered to the disposal site in Clive Utah. The transloading of the original shipping containers from the trucks to the rail cars at Antonio simply is not covered by the Clean Railroads Act of 2008 and the public commenters have failed to show that the transloading operations conducted at the Facility do not meet Board precedent.

This case also presents an important policy issue. Does the public really want to ship significant amounts of freight regardless of type over mountainous roads with the attendant weather considerations and highway wear and tear when a safer alternative, a railroad, is available? SLRG requests that the Board

expeditiously rule that the state and local law in the form of the CCLUC is preempted by federal law and therefore does not apply here.

Respectfully submitted

John D. Hermer

John D. Heffner, PLLC

1750 K Street, N.W.

Suite 200

Washington, D.C. 20006

(202) 296-3334

Due: October 27, 2010

CERTIFICATE OF SERVICE

I, John D. Heffner, hereby certify that a copy of the foregoing Reply Comments of San Luis & Rio Grande Railroad dated October 27, 2010, were sent by first-class. United States and/or e-mail if known to all parties to this proceeding including:

Stephane Walter Atencio, Esq. S.W. Atencio & Associates, P.C. Conejos County Attorney 601 Third Street Alamosa, CO 81101

Mary Alice Trujillo Conejos County Clean Water Inc. P.O. Box 153 Antonito, CO 81120

Aaron Abeyta 502 W. 8th Avenue Antonito, CO 81120

Dated: October 27, 2010

EXHIBIT A



Sworn Statement

October 27, 2010

John D. Heffner via Email (i.heffner@verizon.net)

John D. Heffner, PLLC 1750 K Street, N.W. Suite 200 Washington, D.C. 20006

Subject: Sworn Statement Regarding the Transload Facility in Conejos County Colorado

Dear Mr. Heffner,

EnergySolutions has been asked to provide additional information in this written sworn statement regarding the proposed truck-to-rail transload facility located in Conejos County Colorado. Specifically, this letter documents 1) a description of the radioactive material being shipped in sealed containers, 2) the regulations that govern safe transportation of the containers, 3) details and timing of previous efforts made by EnergySolutions, the U.S. Department of Energy (DOE), and the San Luis and Rio Grande Railroad (SLRG) to address the concerns of the local community, 4) an accurate description of the negotiated Settlement Agreement between SLRG, EnergySolutions, and the Conejos County Commissioners, and 5) the current status of the Special Use Review application for a Land Use Permit submitted to Conejos County by EnergySolutions.

I, Bret Rogers, am the Sr. Vice President of our Technical Services division at EnergySolutions. EnergySolutions mission is to protect the public and environment by managing radioactive waste from various contaminated sites throughout the country and providing safe disposal of the waste at our licensed disposal facility in Clive, Utah. I have been employed by EnergySolutions since 1999. My current responsibilities include supporting our customers with waste management services such as waste characterization, packaging, transportation, treatment, and disposal.

Description of the Radioactive Waste

EnergySolutions is contracted by the DOE to provide packaging, transportation, and disposal services for Los Alamos National Laboratory (LANL) located in Los Alamos, New Mexico. LANL is working under a Consent Order issued by the State of New Mexico to restore several contaminated areas by 2015. Waste generated as a result of these restoration activities includes primarily contaminated soil and debris as illustrated in Figure 1. As shown in the figure, onsite

423 West 300 South, Suite 200 · Salt Lake City, Utah 24101 (801) 649-2000 · Fax: (801) 413-5664 · www.energysolutions.com

personnel wear standard industrial safety clothes such as steel toed shoes, hard hats, and safety glasses when loading the contaminated dirt into the containers.



Figure 1. Excavated Soil from Remediation Activities at LANL

The radioactive waste is characterized to determine the radionuclide concentrations to ensure compliance with all applicable U.S. Department of Transportation (DOT) regulations prior to shipment. Energy Solutions evaluates the characterization information during the preliminary acceptance process to ensure compliance with its Radioactive Material License and Waste Acceptance Criteria.

The cargo is considered 'in transit' during its journey from LANL to its final destination in Clive, UT. The transfer from one mode of transportation to another while in transit is a common commercial practice. During this transloading operation the waste packages are never stored or staged on the ground and they do not come in contact with the ground. In addition, the containers are not opened until reaching its final destination at the disposal facility in Clive, Utah.

The materials received and handled at this site are packaged, inspected and transported under rigorous controls established by applicable state and federal regulations in order to assure the safety of personnel and the environment. The containers are designed, constructed, tested, and used to comply with the U.S. Department of Transportation (DOT) requirements. Specifically, these containers are designed and constructed to prevent the release of waste material during transportation.

Upon arrival at the transload facility, the original shipping containers are then directly loaded from the truck into railcars. The railcars are equipped with a hard fiberglass lid which is secured after the containers are loaded from the truck into the railcar. At no time are the original

shipping containers opened. The railcar is then billed to the railroad for delivery to the Clive, Utah disposal facility. The typical amount of time required to safely transfer a truck load of waste packages into a rail car is on the order to 15 to 20 minutes.

The contained materials are comprised predominantly of soils with lesser quantities of intermingled construction debris such as wood, electrical cable, metals and masonry. They are lightly contaminated with very low levels of PCB's and radioactive materials. There are no liquids or gases present and the materials are neither explosive nor flammable. A typical railcar load of coal contains more radioactive material than a railcar load of this material. The low levels of PCB contaminants will not dissolve in water and do not readily evaporate in air due the very low vapor pressure of this material. In the highly unlikely event that the integrity of a container is breached, spilled materials can be stabilized in place and easily retrieved. Any potential environmental impact would be extremely low and confined to the immediate area of the spill. EnergySolutions maintains the capability to mobilize trained personnel that possess the training and equipment necessary to retrieve this material and to fully remediate the affected area of all resultant contaminants.

EnergySolutions is limited by its license to only accept radioactive waste that is defined as Class A Low-Level Radioactive Waste (LLRW). The U.S. Nuclear Regulatory Commission (NRC) developed four categories or classes of radioactive waste that are defined in 10 CFR Part 61. The NRC waste classification system includes Class A, Class B, Class C, and Greater than Class C LLRW. Class A waste contains the least radioactive concentrations and is 100 times less radioactive than Class C waste for several radioactive concentrations shipped to EnergySolutions disposal facility from LANL is significantly less than the Class A concentration limits. In fact, most of the shipments that have been trucked by highway to the Clive disposal facility through Colorado have been below DOT threshold limits and have been manifested as non-DOT regulated waste (refer to Attachment 1).

Original Sealed DOT Compliant Shipping Containers

EnergySolutions provides containers to LANL for packaging the soil and debris. Figure 2 illustrates the contaminated soil and debris being placed into containers at the LANL project site. These containers are designed, constructed, tested, and used to comply with DOT regulations for shipping radioactive waste in accordance with 49 CFR 173. Specifically, these containers must be designed and constructed to prevent the release of waste material during transportation. Attachment 2 provides the certification by the container vendor that the container complies with the packaging requirements and specifications prescribed in 49 CFR 173. These containers are manufactured with a coated and woven polypropylene fabric and are capable of holding up to 14,000 pounds of waste material. The containers are water resistant and are designed to withstand wind or rain during the normal course of transportation.

Each container is sealed after the waste is packaged and is not opened until reaching its final destination at the disposal facility in Clive, Utah. Each shipment is certified by a qualified shipper to comply with applicable DOT regulations. These containers have been and are



Figure 2. Loading of Contaminated Soil into Containers at LANL

currently being used by remediation contractors at other site restoration projects throughout the country to package and ship radioactive waste to the Clive disposal facility. Figure 3 illustrates a loaded bag being staged at the LANL site for shipment to the Clive disposal facility. Other DOT compliant containers such as intermodals could also be used since they are loaded at the project site and then sealed prior to transportation from origin (i.e., the LANL project site) to final destination (i.e., the Clive disposal site). At no time during transit are the containers re-opened. To the point, DOT regulations require the original shipping container to remain sealed form origin to destination in order to avoid the waste being exposed to the environment at any time.

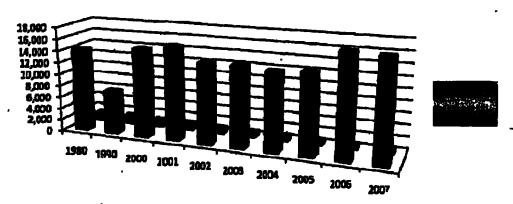


Figure 3. DOT Compliant Containers Awaiting Transportation at LANL



Figure 4. Original Shipping Containers Loaded Into Lidded Gondola Railcar at the Truck-to-Railcar Transload Facility

Simply transloading the sealed containers from a flatbed truck into a lidded gondola railcar does not increase the transportation risk. In fact, shipping by rail reduces the transportation risk due to the lower incident rates shipping by rail versus truck as supported by the graph in Figure 5.



(Source: U.S. DOT Pipeline and Hazardous Materials Safety Administration 2008)

Figure 5. Highway Trucking versus Railroad Hazmat Transportation Incidents

EnergySolutions licensed disposal facility is served by the Union Pacific Railroad. The disposal facility is equipped with over 10 miles of onsite rail track to facilitate switching and management of railcars. EnergySolutions has been receiving radioactive soil and debris since 1988 and receives over 70 percent of this material by rail due to the significant safety and cost advantages of rail transportation.

At the disposal facility, the railcars are emptied in a state-of-the-art railcar rotary dumping facility. The containers are opened, sampled, and then loaded onto large dump trucks and transported to the disposal embankment. The soil and debris are emptied from the dump truck onto the disposal embankment and then compacted with heavy equipment to meet compaction requirements.

Efforts to Work with the Local Community

In an attempt to address concerns with the local community, EnergySolutions, SLRG, and the DOE have met several times over the last year with the local community and Conejos County officials. Open House meetings have been organized by EnergySolutions to provide additional information about the waste being shipped in containers at the truck-to-transload facility. EnergySolutions has also been involved with several public and task force meetings in an attempt to resolve concerns and help to educate the local community regarding the transportation activities.

During the first quarter of 2010, Conejos County officials insisted that EnergySolutions apply for a Special Use Review Land Use Permit to use the transload facility. The Special Use Review process, however, was not available since the County had placed a moratorium on the Special Use Review process until the end of May 2010. In addition, EnergySolutions' position is that the Special Use Permit process did not apply as discussed in more detail below.

SLRG contends that the railroad has the right under Federal law to operate the transload facility and that a Land Use Permit is not required. Due to the opposing positions regarding the authorization to operate the transload facility and in an effort to avoid the County entering into litigation, all parties agreed to negotiate in good faith a Settlement Agreement.

Over the course of several weeks, EnergySolutions, SLRG, and County officials held several meetings to discuss the conditions of the Settlement Agreement. Although the Settlement Agreement was not required due to the Railroad's authorization to operate the transload facility, the process permitted the addressing of public issues including those of the local community. Some of these conditions included:

- Develogment Fee per ton shipped through the transload facility
- Open book access for County to review operations
- Commitment to specific process and operational controls
- Community and agency training
- Pre- and Post-Operational Environmental baseline verification
- Continued public involvement and outreach programs

During good faith negotiations, SLRG and EnergySolutions began to implement the agreed upon conditions in order to support shipments that would resume by the end of May 2010. The County commissioners had previously authorized the County attorney to enter in to negotiations with the railroad and EnergySolutions which resulted in the Settlement Agreement. The County commissioners were also in attendance during the Settlement Agreement negotiations. During a

conference call with the County commissioners on May 14, 2010, the County attorney informed EnergySolutions that they had come to an "agreement in principle" regarding the Settlement Agreement.

On May 20, 2010, a public meeting was held to brief the public of the Settlement Agreement and to put on public record the County Commissioner's approval of the agreement. The attorney representing the County, who was also part of the Settlement Agreement negotiations, detailed the background on how the Settlement Agreement approach was proposed and the basis for the county deciding to enter into negotiations with EnergySolutions and the railroad. The county attorney also described the potential cost impacts of litigation as well as the likelihood of overturning the railroad's position. The details of the Settlement Agreement were presented by the County attorney during the public meeting. In a surprising turn of events, the County commissioners, however, voted against approving the terms and conditions of the Settlement Agreement. Additionally, the County commissioners voted to file an injunction against the railroad to prevent the operation of the transload facility.

During the following weeks, EnergySolutions continued to transport the waste from the DOE LANL site to the Clive disposal facility by truck through Colorado using the same DOT compliant packages. On August 5, 2010, Colorado Congressman John Salazar heid a public meeting in Antonito, CO where he organized a task force consisting of key stakeholders in an effort to find a workable solution.

The task force met each week for several weeks discussing options on how to move forward with transload operations and addressing concerns of the local community. On September 2, 2010, EnergySolutions agreed to apply for a Special Use Review Land Use Permit at the request of the local key stakeholders represented in the task force meetings. EnergySolutions submitted the permit application on September 9, 2010 and documented the following in the application:

EnergySolutions is submitting this application, in accordance with the offer to Congressman Salazar's task force concerning use of the proposed transload facility, in order to use the Conejos County Land Use Special Use Review process to solicit / facilitate public comment. EnergySolutions contends that the transload facility is a shipping operation and as such if permitted under the jurisdiction of Conejos County should be permitted under the Administrative Review process. EnergySolutions understands that it is Conejos County's contention that the proposed operation is a Solid Waste Transfer facility and would therefore be subject to permitting under the Special Use Review process. EnergySolutions does not waive, release, or otherwise relinguish any land use right or other legal right that EnergySolutions may aiready have or may obtain. San Luis & Rio Grande Railroad Company (the "Railroad") delivered to the County a legal "Opinion Letter" explaining that federal law preempts local land use ordinances and allows the Railroad to conduct transloading operations at the site without consent or permits from the County. EnergySolutions does not waive its right to accept the Railroad's services in order to meet its contractual obligations. However, EnergySolutions files this Application because (a) EnergySolutions prefers to work cooperatively with local communities; (b) EnergySolutions prefers to conduct the transloading operations itself; and (c) EnergySolutions believes transloading operations

managed by a direct, cooperative relationship between the County and EnergySolutions is in the best interest of EnergySolutions and the County.

To this end, EnergySolutions proposes a set of conditions, concessions that it feels addresses the concerns that the officials and public of Conejos County have raised (Attachment A). Many of these are concessions that would not otherwise be offered / required under local or federal permits or authorizations.

EnergySolutions permit application was deemed complete by the Conejos County Land Use Administrator on September 9, 2010 (refer to Attachment 3). A public meeting with the Conejos County Planning Commission was subsequently held on September 29, 2010. During the meeting, the Planning Commission voted to recommend that the County Commissioners deny approval of the application. The Planning Commission did not provide any justification for their recommendation to deny the permit application nor did they provide any information regarding which part of the Code was not satisfied with the permit application. EnergySolutions has requested that the Planning Commission provide written justification for their recommendation to deny the application.

The County Commissioners public meeting is scheduled for November 4, 2010. During this meeting, the County Commissioners will discuss the Planning Commission's recommendation and will vote on whether to 1) approve the permit application as submitted, 2) approve the permit application with additional conditions, or 3) deny the application.

Coneigs County Land Use Code

EnergySolutions contends that the Conejos County Land Use process has been unreasonably enforced and inaccurately applied to the truck-to-rail transload facility. EnergySolutions' position is that the transload operations are part of a transportation activity and not a "Solid Waste Transfer Facility" as defined in the Conejos County Land Use Code (Code). The meaning of "Solid Waste Transfer Facility" is well established in state law and municipality ordinances and does not include facilities like the proposed transload facility. The term "Solid Waste Transfer Facility" is consistently and historically used to describe the collection, management and disposal of municipal waste and related waste streams.

The truck-to-rail transload facility is most accurately classified as an "Industrial Facility" defined in the Code where packaged materials that have been manifested to an ultimate destination are transferred from one mode of transportation to another. In this case, the packaged materials are transferred from highway transport to rail transport. This is a "through shipment process" whereby the bill of lading identifies the origin of the shipment and the ultimate destination of the shipment. The containers remain "in-transit" as a manifested shipment during transload operations.

Section 2.100 of the Code defines an "Industrial Facility or Activity" as follows:

"Manufacturing, fabrication, machining, industrial storage, processing and shipping facilities; mineral processing, concrete or asphalt batch plants and similar activities or uses and commonly known as industrial in nature."

From this definition it is abundantly clear that 'shipping facilities' are industrial facilities and industrial activities. This is unambiguous and well defined.

The "Table of Land Use" contained in Section 4.300 of Conejos County Land Use Code very clearly indicates that the use of an "Industrial Facility or Activity" within and area that is zoned for industrial use, requires an Administrative Review for a Land Use Permit.

The transloading facility falls correctly within the definition of an "Industrial Facility or Activity". The intended shipping operations are in no manner associated with or could be construed as a "Solid Waste Transfer Facility".

In summary, EnergySolutions has worked diligently with the railroad, DOE, and local community stakeholders in addressing concerns. EnergySolutions worked with the County commissioners in developing a Settlement Agreement that was subsequently rejected by the same commissioners that help to develop the agreement. Even though not required by law or regulation, EnergySolutions has also submitted a Special Use Review application for a Land Use Permit at the request of the local community that was subsequently denied by the Conejos County Planning Commission.

The current DOE Orders and DOT regulations govern the safe and compliant management of the waste shipments to protect the public and the environment. Until EnergySolutions decides to resume transloading operations at the truck-to-rail transload facility under the Railroad's authorization, the waste shipments will continue to be trucked through Colorado to its Clive disposal facility in Utah. EnergySolutions maintains that a much safer transportation option exists by transloading the waste shipments from truck to rail at the transload facility in Conejos County, Colorado.

EnergySolutions is an internationally recognized nuclear waste management services company that has built its reputation on the safe and compliant cleanup of several commercial and government sites. Our safety and compliance record is the foundation of the past, current, and future success of our company.

Pursuant to 28 U.S.C. 1746, I declare and verify under penalty of perjury under the laws of the United States of America that the foregoing is true and correct.

Executed On: October 27, 2010

Bret Rogers/
Sr. Vice President
Technical Services

Page 11 of 13

Attachment 1
Shipping Paper for Waste Shipment
"NON-REGULATED WASTE"

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Attachment 2 DOT Compliant Package Certification

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Certificate Of Conformance IP-1 Packaging

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Date: November 6, 2009

PacTec incorporated certifies that the Flexible Packaging System(s) being supplied to <u>Energy Solutions Utais</u> has been evaluated as meeting the packaging requirements as specified in Title 49, Cade of Federal Regulations (CFR), Part 173.410, "General design requirements" and industrial Packaging Type 1 (IP-1), Part 173.411, Industrial Packagings, section (a), General, and section (b)(1), Industrial packaging certification and tests; when leaded in accordance to PacTec leading instructions and used in the intended manner.

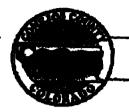
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Company Official: ONK OC

lete:



Conejor County Land Use Office

BO. Box 197 · Condot, CO 81129 · (719) 376-2014 · Par (719) 376-6769

September 9, 2010

Colin Austin - VP South Operations Energy Solutions
176 Central Park Square Los Alemos NM 87544

RE: Special Use Review Application

Dear Colla Austin:

Your application for a Special Use Review has been processed and is deemed complete. After I seemalt with Stove Atendo, I will let you know if Attachment A is going to part of the submittal.

Please note that the public bearing before the Consjee County Planning Commission is acheduled for Wednesday, September 29, 2010 at 6:45 PM. Your presence is sequired.

The notices to the surrounding landowners within 500° of the subject property will be smalled no later than Tuesday, September 14, 2010. The notice in the newspaper will be published on C9/11/10 and C9/14/10. I will provide you with a list of the agencies that will be noticed of this public hearing process and the posting of the notice on the subject property is your responsibility. The stracked information must be posted on the property no later than Tuesday, September 14,

I really appreciate the information and the manner in which you submitted your application.

Plosse contact me by phone or antil If you have any questions.

la L. Dulllacoera

Land Use Administrator

EXHIBIT B

VERIFIED STATEMENT OF MATTHEW ABBEY

My name is Matthew Abbey. I am the General Manager of the San Luis & Rio Grande Railroad ("SLRG") and am the same individual who submitted written testimony appended to our Opening Statement back in August 2010. I have been asked to respond to some items that were incorrectly stated in the filing by Conejos County Clean Water Inc. ("CCCW"), to the Board on October 12, 2010.

In their submittal, CCCW spends some time making a case that the SLRG is a reactive organization, and implies that SLRG is unsafe. In fact, the safety records of railroads in general and this railroad in particular are far superior to that of the trucking industry.

SLRG's record of accidents and incidents is available on the Federal Railroad Administration ("FRA") website, and was discussed in detail in the meetings. SLRG has invested over \$3 million in track improvements in the past three years. SLRG has a safety management system in place that evaluates the cause of any incident and develops a plan to prevent a recurrence. SLRG carries \$100 million insurance, far more than most shortline railroads, and has contractors on call in

event of an accident or incident. SLRG informed all parties that in the unlikely event of a spill, SLRG has sufficient insurance and resources to provide a complete cleanup. Energy Solutions reviewed SLRG's plans and found them acceptable, or they would not have decided to ship via SLRG.

Railroad safety is well-documented, and SLRG's safety plan is well-documented. This was described to CCCW and the public. It was illustrated through conversation and accident data at multiple public meetings.

operating practices. CCCW assumes that we will be mixing passengers with low-level class 7, 9 and unregulated wastes. In fact, mixing occupied passenger cars in a train with hazardous waste, even low level and unregulated waste such as that to be handled at the facility, is not permitted by US Department of Transportation rules. No placarded car can be handled in a train with occupied passenger cars.. We operate by this rule regularly on our Monte Vista line which transports freight and passengers. Our procedure there, when we have a placarded fertilizer car, is to simply operate two separate trains. This was described to the public and CCCW in multiple public meetings.

Our operating practices are called into question using the language "policing". It is difficult to determine what the point of this section of their submittal is. SLRG is "policed" by FRA with respect to track, signals, bridges, grade crossings, train operations, equipment maintenance, drug and alcohol, engineer qualifications, and safety. SLRG "polices" its shipments regularly, daily, and the shipments are well documented through the use of both manual and automated mechanisms. This was described to the public and CCCW in multiple public meetings.

"police" our shipments. In fact, that material which exists on the ground at the tracks is a result of decades of perlite shipping from the two major perlite plants located in Conejos County, adjacent to the Transload Facility. We cannot think of a better place for a transload facility than in an industrial railroad shipping district, which this area has been for more than 100 years. This was described to the public and CCCW in multiple public meetings. Perlite, which is a soil additive, is not only on the railroad tracks in Conejos County but is in fact evident in soil within a three-mile radius of the plants. The fact that Conejos County has permitted the distribution of the perlite over such

a wide area is an indication of their assent. In fact, prior to the discussion of the new Intermodal Facility, "perlite on the tracks" had never been brought to our attention.

The safety of the bridges is not questionable. In its submittal, CCCW uses perlite and lava rock as a basis for interpreting the weight of the loaded gondolas. This is illogical. The rail line and structures are inspected regularly in accordance with regulations. SLRG Timetable #6 published April 2010 states that the entire SLRG system maximum weight limit is 286,000lbs per car. This includes all system track, bridges, and related structures. This system limit is above the loaded weight of the gondolas. The FRA regularly performs physical inspections of the SLRG, and if there was a deficiency, would require SLRG to repair the structure or trackage. This was described to the public and CCCW in multiple public meetings.

Oct 28 2010 4:45AM

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P. 02

Pursuant to 28 U.S.C. 1746, I declare and verify under penalty of perjury under the laws of the United States of America that the foregoing is true and correct.

Executed on: 10/21/10

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[signature]

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VERIFIED STATEMENT OF MATTHLW ABBEY

My name is Matthew Abbey. I am the General Manager of the San Luis & Rio Grande Railroad ("SLRG") and am the same individual who submitted written testimony appended to our Opening Statement back in August 2010. I have been asked to respond to some items that were incorrectly stated in the filing by Conejos County Ctean Water Inc. ("CCCW"), to the Board on October 12, 2010.

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Regarding STB Finance Docket # 35388

- Whereas rail transportation is significantly safer than truck transportation, and
- Whereas rail transportation is environmentally friendlier than truck transportation, and
- Whereas, the San Luis and Rio Grande Railroad has established a transload facility in a low density part of Conejos County, CO, and
- Whereas Conejos County, CO is opposing the right of the Railroad to operate a transload facility, and
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Regarding STB Finance Docket # 35388

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Regarding STB Finance Docket # 35388

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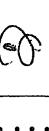
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Petition to Support the San Luis and Rio Grande Railroad Transload Facility $^{\mathcal{S}_{C}}$

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Petition to Support the San Luis and Rio Grande Railroad Transload Facility

Regarding STB Finance Docket # 35388

- Whereas tail transportation is significantly safer than truck transportation, and
- Whereas rail transportation is environmentally friendlier than truck transportation, and
- Whereas, the San Luis and Rio Grande Railroad has established a transload facility in a low density part of Conejos County, CO. and
- Whereas Conejos County, CO is opposing the right of the Railroad to operate a transload facility and
- Springs, Nutria, Piedra, Bayfield, Gem Village, Grandview, Durango, Hesperus. Mancos, Cortez, Lewis, Yellow Jacket, Pleasant View. Cahone. Dove Creek, Monticello UT, La Sal Junction, Moab, Crescent Junction, Wellington, Pice, Helper, Martin, Colton, Soldier Summit. Spanish Fork, American following communities: Carson National Forest, San Juan National Forest. Abiquiu, Cebolla, Tierra Amarilla, Brazos, Chama, Chromo, Pagosa Whereas this opposition by Conejos County has forced continued truck shipments of radioactive waste between LANL and Clive, UT through the Fork, Lehi, South Jordan

Luis and Rio Grande Railroad to operate a transload facility in Conejos County. CO. We, the undersigned, are concerned citizens who petition the Surface Transportation Board to uphold the right of the San

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Regarding STB Finance Docket # 35388

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Luis and Rio Grande Railroad to operate a transload facility in Conejos County, CO. We, the undersigned, are concerned citizens who petition the Surface Transportation Board to uphold the right of the San

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$\mathcal{B} \varphi$ Petition to Support the San Luis and Rio Grande Railroad Transload Facility

Regarding STB Finance Docket # 35388

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Petition to Support the San Luis and Rio Grande Railroad Transload Facility Regarding STB Finance Docket # 35388 Whereas rail transportation is significantly safer than truck transportation, and

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Regarding STB Finance Docket # 35388

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- Whereas rail transportation is environmentally friendlier than truck transportation, and
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We, the undersigned, are concerned citizens who petition the Surface Transportation Board to uphold the right of the San Luis and Rio Grande Railroad to operate a transload facility in Conejos County, CO.

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